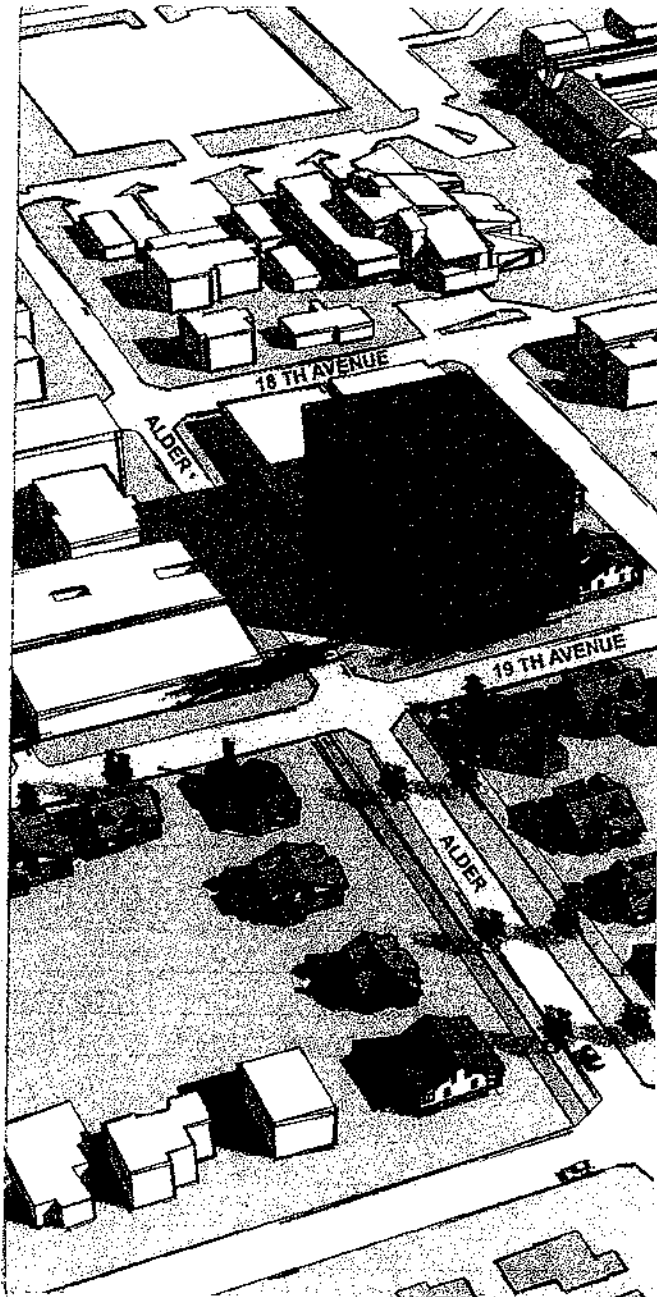


Residential Density:

A Study of the South University
Neighborhood



2008

Prepared by the
South University
Neighborhood
Planning Group

Residential Density: A study of the South University Neighborhood

September 2008

This report presents the reasons, methodology and results of a residential density inventory conducted in the summer of 2008 for the South University Neighborhood.

The neighborhood is bounded on the north and south by 18th Avenue and 24th Avenue and on the west and east by Patterson Street and Agate Street. The land between 18th and the mid-block between 19th and 20th from Patterson to Agate is designated as High Density Residential on the Eugene-Springfield Metro Plan Diagram. The portion between 18th and 19th is zoned R-4 High Density Residential and the portion between 19th and one-half block south of 19th is zoned R-3 Limited High Density Residential. See Map at Exhibit 1.

Work on the inventory was performed by several South University residents including: Bill Aspegren, Joyce & Al Couper, Carolyn Jacobs, Gary Kreger, Nancy McFadden, Ev and Sally Smith, and Mike Westervelt. The work was done under the auspices of the ad hoc Neighborhood Planning Group¹ and the South University Neighborhood Association.

Why was it done?

The inventory was undertaken for several reasons. One was to provide information to be used in the City's Infill Compatibility Standards project. That project is aimed at creating development code standards that will allow infill development only when there will be protections for the existing character of the neighborhood.

A second reason was to help demonstrate to the City that the South University neighborhood is already bearing its share of the density load. This will be helpful as the City completes its update of the residential "buildable lands"² study and, once again, allocates various levels of density to each neighborhood. The residential buildable lands study is the primary evidence the City uses to demonstrate compliance with State laws on residential density, "needed housing" and the urban growth boundary.

Lastly, the information could be useful to any other planning project undertaken on behalf of the neighborhood. They all begin with a careful inventory of existing conditions. Examples in this category could include development of a "Refinement Plan" for the neighborhood, or consideration of "Form-based" code regulations for the area between 18th and 20th Avenues or elsewhere.

How was it done?

The survey began with a recent aerial photo provided by the city and with a land use map provided by the Lane Council of governments. Both were accurately scaled to 1" = 100'.

¹ The group consists of Bill Aspegren, Al and Joyce Couper, Lauren Hulse, Carolyn Jacobs, Marilyn Milne, Marsha Shankman, and Mike Westervelt.

² The first study, completed in 1999, covered only residential lands. The update currently under way will cover commercial and industrial lands as well. The study is called the Eugene Comprehensive Lands Assessment (ECLA) and is due to be completed by December 31, 2009.

100 The neighborhood was divided into nine areas and a base map was prepared for each. The maps displayed property lines, structures and land use designations.

Using the maps, the South University neighbors identified above walked the streets to verify the actual use in each structure and the number of dwelling units in each multi-family structure. Dwelling units for multi-family structures were estimated by counting some combination of mailboxes, apartment numbers or power meters. Lot and block patterns were verified with current Assessor's maps. See sample survey map at Exhibit 2.

The results were then tabulated for analytical zones within each block. See tabulations at Exhibits 3 through 11. Acreage figures were derived from the LCOG land use map and Assessor's maps.

What are the results? The South University neighborhood coincides closely with the original Gross' Addition subdivision, although some changes have occurred over the years.

The basic pattern is a gridiron layout with 66-foot wide streets and 14-foot wide alleys. There are 51 blocks in the neighborhood of varying sizes. The most dominant block size is found in the interior of the area. These 29 blocks originally consisted of two rows of lots each measuring 55.67 feet by 160 feet and separated by a single north-south alley. Each lot contained 8907 square feet, or about 0.2 acres. Each half-block contained about 1.2 acres

There are 12 blocks measuring, on average, about 420 feet by 334 feet. Six of them, lying between Hilyard and Alder streets, feature a north-south alley on the east side and an east-west alley running to the west. The six large blocks between Agate and Emerald streets feature complete north-south and east-west alleys.

Between Alder and Kincaid streets are five blocks measuring, on average, about 198 feet by 334 feet with mid-block alleys running east-west. Lastly there are three super blocks. One lies between Patterson and Hilyard and contains the YMCA. Another lies between Harris and University streets south of 23rd avenue. It contains University Park and the Congregational Church. The last is the residential lot bounded by Alder and Harris streets and 23rd and 24th avenues. See lot and block pattern Map at Exhibit 4.

In most cases it is possible to see the original 160 foot by 55.67 foot lot pattern. Many of them remain intact. In other cases the lots have been either divided or aggregated. Current lot sizes range from 2784 ft² to 35,840 ft². The larger lots tend to occur along the northern tier of the neighborhood and are occupied by apartment houses, group quarters and religious uses. Only about six lots are classified as vacant on the LCOG land use map

As mentioned above, a primary goal of the inventory was to learn the actual level of development density in the neighborhood. One interesting finding on that issue is that the area between 18th and 19th is currently built out at a density of more than 50 dwelling units per net acre.

There are approximately 770 dwelling units on a land area of 15.16 acres. The total net area zoned R-4 is 21.5 acres, but 6.34 acres were subtracted to account for religious property, fraternal property and other group housing, consistent with the methodology of the City's last residential buildable lands study.

50 dwelling units per net acre compares with an assumed build-out rate of 35 dwelling units per net acre for high density areas in the City's last residential buildable lands study. And that density was achieved with most apartments no more than three stories high.

The area zoned R-3 Limited High Density contains 183 dwelling units on 9.79 acres, for an average density of 18.7 dwelling units per net acre. That compares with an assumed build out of 20 dwelling units per net acre in the last City study

In the area zoned R-1 Single-Family, roughly from the mid-point between 19th and 20th south, there are approximately 647 dwellings on 86.25 acres, for a net density of 7.5 dwellings per acre. That compares with a target density of 0 through 14.28 dwellings per net acre in the City's plans.

Conclusions and Further Work

Perhaps the most significant finding is that the R-4 area is already built out at a 43 percent greater density than was assumed in the last residential buildable lands study. And that was achieved with most buildings three stories or less. None are more than 52 feet tall. That calls into question the need for a 120 foot maximum building height limit in the R-4 zone.

In addition to density expressed as "dwelling units per net acre," there is a need to investigate other parameters such as "persons per net acre" or "bedrooms per net acre." Anecdotal evidence suggests several factors leading to "hidden density" in the neighborhood. One is that more apartments seem to be constructed with more than three bedrooms. Also, many single-family structures are being used as student rentals with four or more occupants. The last residential buildable lands study assumed an occupancy rate of 2.27 persons per dwelling, which may not be reflective of actual use. On the other hand, as families age and children move away from home, family size could be falling in some locations. These and related issues will be examined in further studies.

Zoning in the South University Neighborhood

(source: www.eugene-or.gov)

| | |
|---|--|
| Zoning Legend | |
| R-1: Low Density Residential | |
| R-2: Medium Density Residential | |
| R-3: Limited High Density Residential | |
| R-4: High Density Residential | |
| GO: General Office | |
| C-1: Neighborhood Commercial | |
| Hatched: Zoned Public Land | |
| Allowable Height for Residential Zoning | |
| R-1: 30 feet | |
| R-2: 35 feet | |
| R-3: 50 feet (4-5 stories) | |
| R-4: 120 feet (10-12 stories) | |
| Allowable Density for Residential Zoning | |
| R-1: 14 units / acre | |
| R-2: 28 units / acre | |
| R-3: 56 units / acre | |
| R-4: 112 units / acre | |

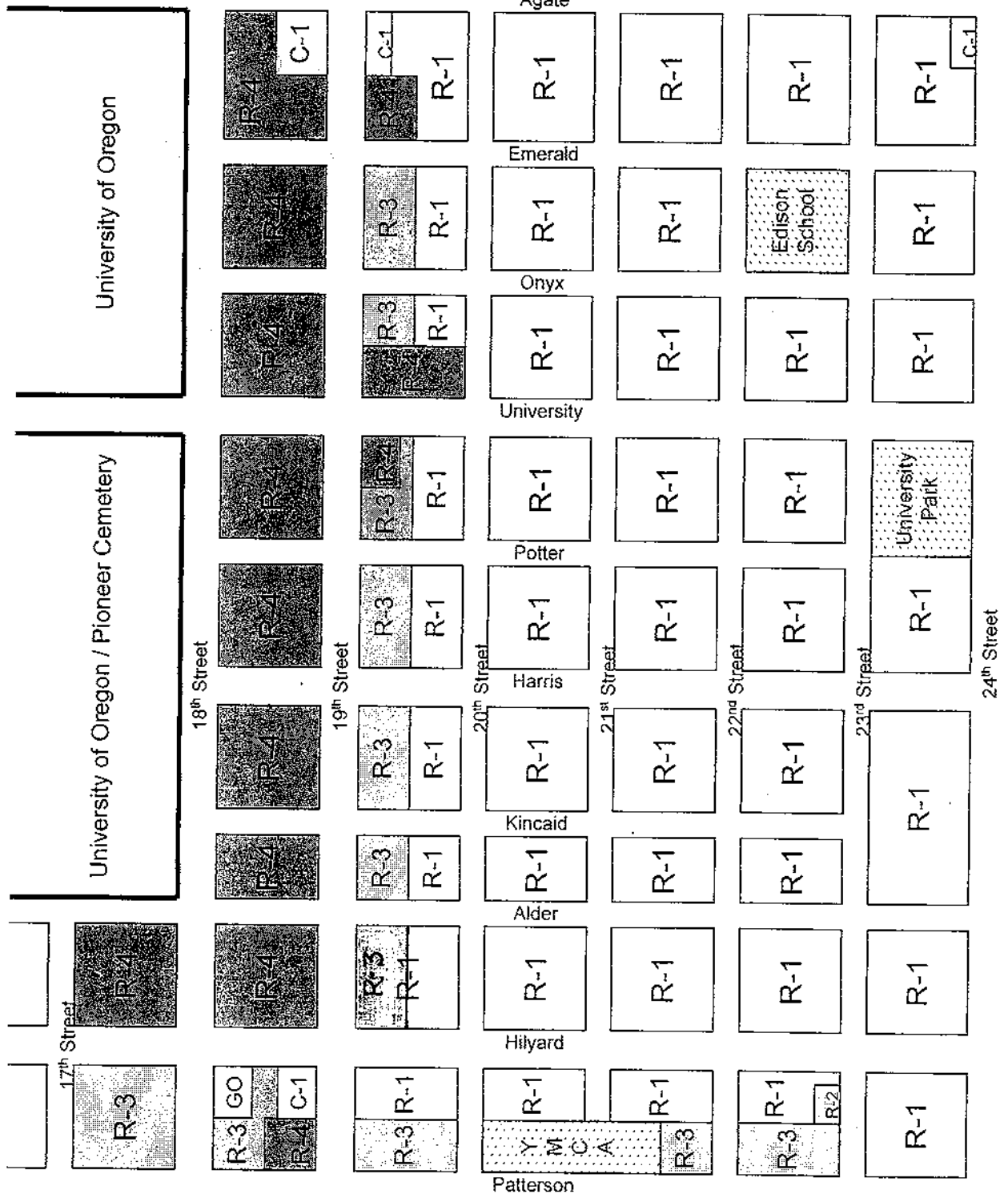


EXHIBIT 1

18th

185 Unit
185 Unit
185 Unit

3

Boundary
Cultural
Study Area

503-3313
215-3313

at 1000 + 2
at 1000 + 2
at 1000 + 2

20th

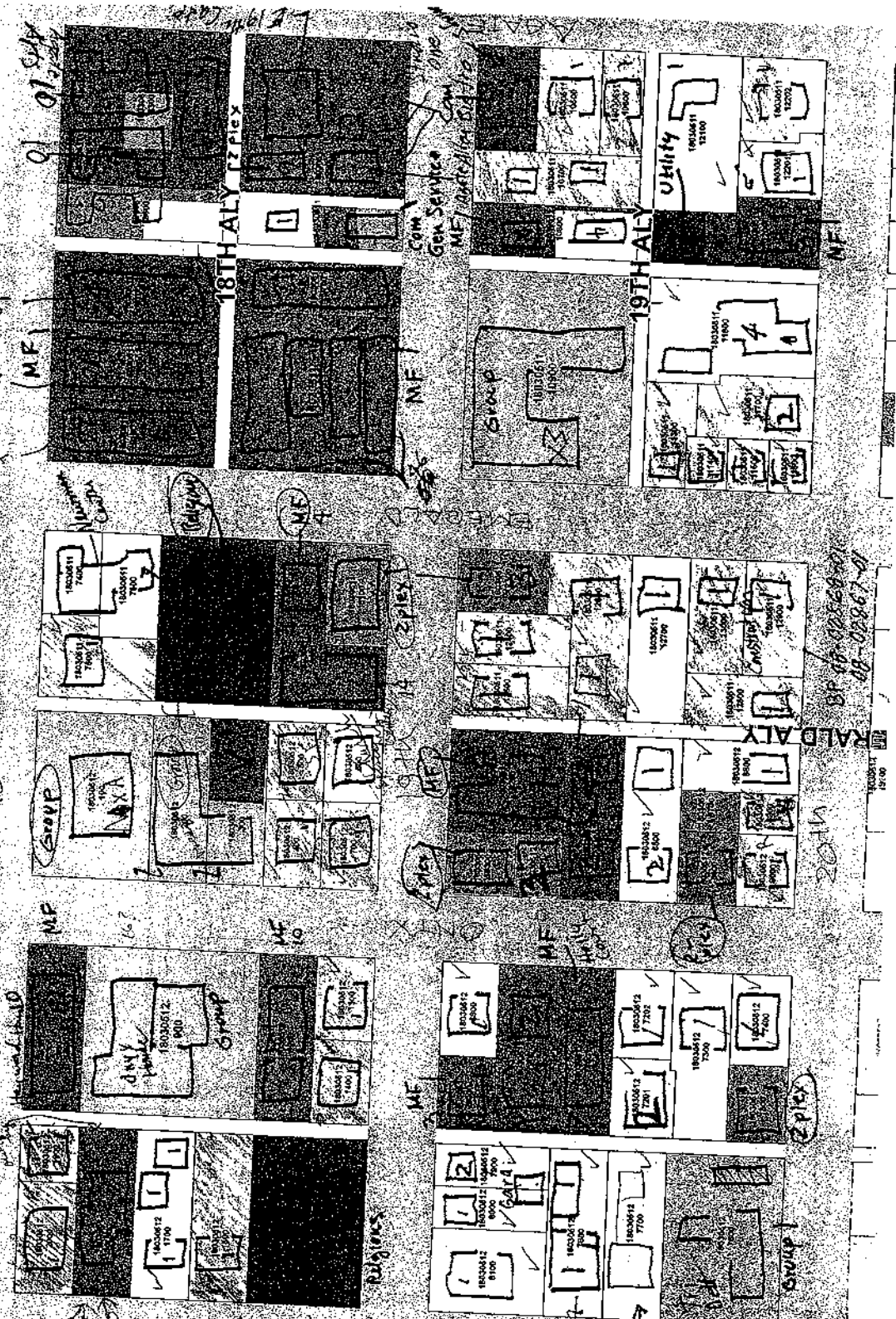


EXHIBIT 2

Multi-Family Density Analysis

Zoning in the South University Neighborhood

(source: www.eugene-or.gov)

= Alleys

--- = Zoning District Bdry.
not on an alley

University of Oregon / Pioneer Cemetery

1a, ... 18b = Density Analysis Zones

University of Oregon

Zoning Legend

R-1: Low Density Residential

R-2: Medium Density Residential

R-3: Limited High Density Residential

R-4: High Density Residential

GO: General Office

C-1: Neighborhood Commercial

Hatched: Zoned Public Land

Allowable Height for Residential Zoning

R-1: 30 feet

R-2: 35 feet

R-3: 50 feet (4-5 stories)

R-4: 120 feet (10-12 stories)

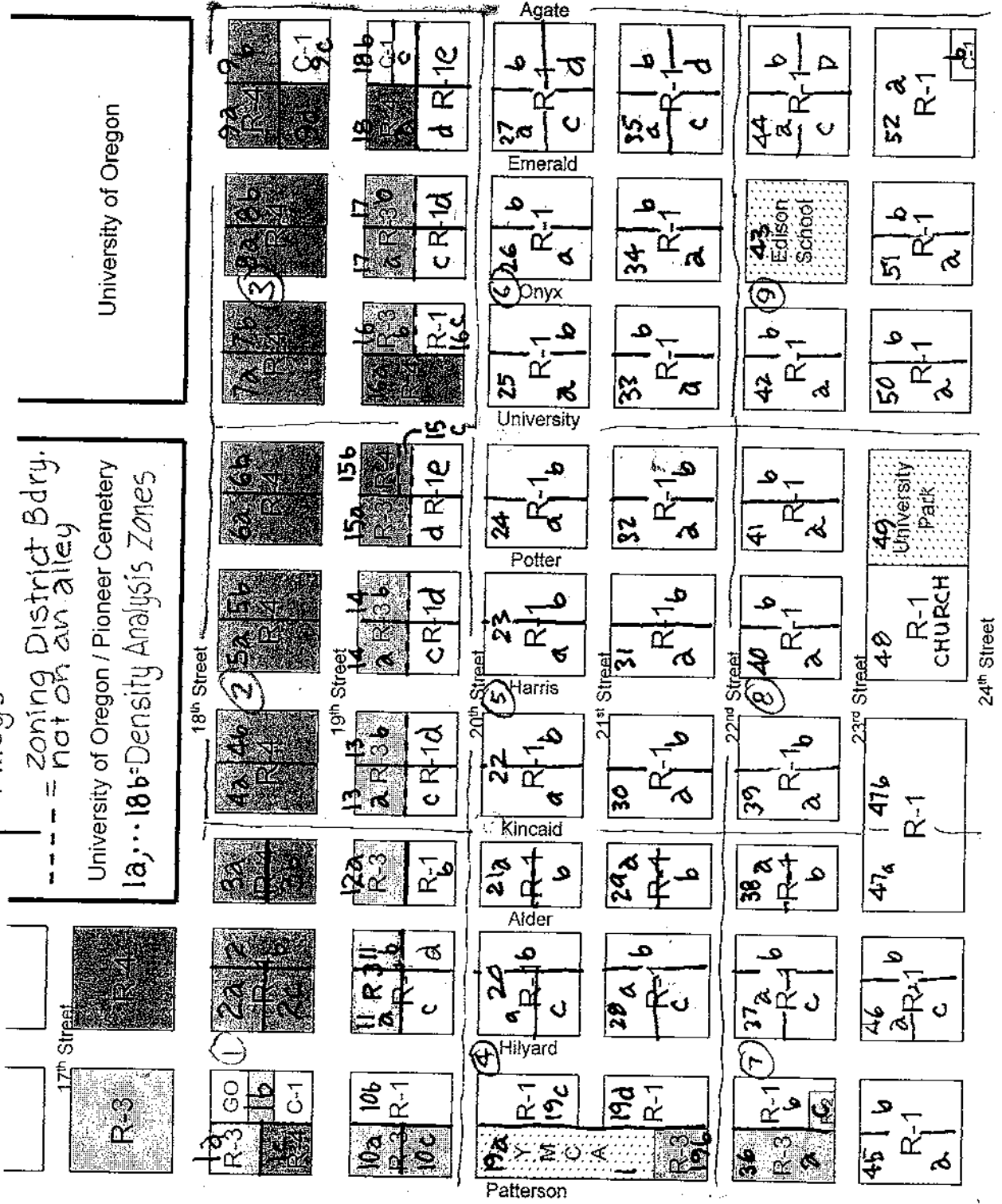
Allowable Density for Residential Zoning

R-1: 14 units / acre

R-2: 28 units / acre

R-3: 56 units / acre

R-4: 112 units / acre



Analysis Zone Data

Map

Fall 2008

Map
Bipex &
Fall 2008
Zoning
Dist. Summary

Zoning Dist. Summary by Map

[illegible]

✓ May contain group quarters related to church
 ✓ Contains Greek house ~~OX~~
 " " " " ΔΤΑ
 " " " " ΔΤΑ

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Page 2 of 2

↓ Secret Garden B & D
✓ Church
✓ Onyx House
↓ Church
✓ Church

✓ Secrecy
✓ Secrecy, vacant group housing, religious
other group quarters

* Total of religious, fraternal &

Religious, fraternal or other group housing

[illegible]

Note: No religious, fraternal or group housing w/in the R-3 area

South University Neighborhood --- Single-Family Zoning District Density Analysis

Fall 2008

| Analysis Zone | Zoning District | Net Acres | Dwelling Units | Units/Net Ac. | Block No. | Zoning District | Net Acres | Dwelling Units | Units/Net Ac. | Net Ac. | Total R-1 Units | Units/Net Ac. |
|---------------|-----------------|-----------|----------------|---------------|-----------|-----------------|-----------|----------------|---------------|---------|-----------------|---------------|
| 106 | R1 | 1.23 | 10 | 8.1 | 10 | R1 | 1.23 | 10 | 8.1 | | | |
| 110 | R1 | 0.61 | 5 | 8.2 | 11 | R1 | 0.98 | 9 | 9.2 | | | |
| 114 | R1 | 0.37 | 4 | 10.8 | 12 | R1 | 0.71 | 4 | 5.6 | | | |
| 126 | R1 | 0.71 | 4 | 5.6 | | | | | | | | |
| 130 | R1 | 0.62 | 5 | 8.1 | 13 | R1 | 1.24 | 10 | 8.0 | | | |
| 134 | R1 | 0.62 | 5 | 8.1 | 14 | R1 | 1.24 | 9 | 7.3 | | | |
| 140 | R1 | 0.62 | 5 | 8.1 | 15 | R1 | 1.24 | 9 | 7.3 | | | |
| 144 | R1 | 0.62 | 4 | 6.5 | | | | | | | | |
| 154 | R1 | 0.62 | 5 | 8.1 | | | | | | | | |
| 156 | R1 | 0.62 | 4 | 6.5 | | | | | | | | |
| 160 | R1 | 0.62 | 6 | 9.7 | 16 | R1 | 0.62 | 6 | 9.7 | | | |
| 170 | R1 | 0.62 | 8 | 12.9 | 17 | R1 | 1.24 | 12 | 9.7 | | | |
| 174 | R1 | 0.62 | 4 | 6.5 | 18 | R1 | 1.8 | 22 | 12.2 | | | |
| 180 | R1 | 0.34 | 7 | 20.6 | | | | | | | | |
| 184 | R1 | 0.73 | 10 | 13.7 | | | | | | | | |
| 186 | R1 | 0.73 | 5 | 6.8 | | | | | | | | |
| 190 | PUBLIC | | | | | | | | | | | |
| 194 | R1 | 1.24 | 8 | 6.5 | 19 | R1 | 2.48 | 15 | 6.0 | | | |
| 198 | R1 | 1.24 | 7 | 5.6 | 20 | R1 | 2.38 | 20 | 8.4 | | | |
| 204 | R1 | 0.57 | 6 | 10.5 | 21 | R1 | 1.46 | 11 | 7.5 | | | |
| 206 | R1 | 1.24 | 8 | 6.5 | 28 | R-1 | 2.38 | 21 | 8.8 | | | |
| 208 | R1 | 0.57 | 6 | 10.5 | 29 | R1 | 1.46 | 11 | 7.5 | | | |
| 214 | R1 | 0.73 | 5 | 6.8 | | | | | | | | |
| 216 | R1 | 0.73 | 8 | 11.0 | | | | | | | | |
| 224 | R1 | 1.23 | 10 | 8.1 | | | | | | | | |

South University Neighborhood --- Single-Family Zoning District Density Analysis
Fall 2008

| Analysis Zone | Zoning District | Net Acres | Dwelling Units | Units/Net Ac. | Block No. | Zoning District | Net Acres | Dwelling Units | Units/Net Ac. | Net Ac. | Total R-1 Units | Units/Net Ac. |
|---------------|-----------------|-----------|----------------|---------------|-----------|-----------------|-----------|----------------|---------------|---------|-----------------|---------------|
| 22b | R1 | 1.23 | 11 | 8.9 | 22 | R1 | 2.46 | 21 | 8.5 | | | |
| 23a | R1 | 1.23 | 9 | 7.3 | 23 | R1 | 2.46 | 16 | 6.5 | | | |
| 23b | R1 | 1.23 | 7 | 5.7 | 24 | R1 | 2.46 | 11 | 4.5 | | | |
| 24a | R1 | 1.23 | 6 | 4.9 | | | | | | | | |
| 24b | R1 | 1.23 | 5 | 4.1 | | | | | | | | |
| 25a | R1 | 1.23 | 7 | 5.7 | 25 | R1 | 2.46 | 15 | 6.1 | | | |
| 25b | R1 | 1.23 | 8 | 6.5 | 26 | R1 | 2.46 | 27 | 11.0 | | | |
| 26a | R1 | 1.23 | 11 | 8.9 | 27 | R1 | 2.9 | 22 | 7.6 | | | |
| 26b | R1 | 1.23 | 16 | 13.0 | 33 | R1 | 2.46 | 12 | 4.9 | | | |
| 27a | R1 | 0.73 | 4 | 5.5 | 34 | R1 | 2.46 | 16 | 6.5 | | | |
| 27b | R1 | 0.73 | 6 | 8.2 | 35 | R1 | 2.9 | 24 | 8.3 | | | |
| 27c | R1 | 0.73 | 6 | 8.2 | | | | | | | | |
| 27d | R1 | 0.73 | 6 | 8.2 | | | | | | | | |
| 28a | R1 | 0.57 | 6 | 10.5 | | | | | | | | |
| 28b | R1 | 1.24 | 9 | 7.3 | | | | | | | | |
| 28c | R1 | 0.57 | 6 | 10.5 | | | | | | | | |
| 29a | R1 | 0.73 | 5 | 6.8 | | | | | | | | |
| 29b | R1 | 0.73 | 6 | 8.2 | | | | | | | | |
| 30a | R1 | 1.23 | 10 | 8.1 | 30 | R1 | 2.46 | 24 | 9.8 | | | |
| 30b | R1 | 1.23 | 14 | 11.2 | 31 | R1 | 2.46 | 14 | 5.7 | | | |
| 31a | R1 | 1.23 | 8 | 6.5 | 32 | R1 | 2.46 | 10 | 4.1 | | | |
| 31b | R1 | 1.23 | 6 | 4.9 | | | | | | | | |
| 32a | R1 | 1.23 | 5 | 4.0 | | | | | | | | |
| 32b | R1 | 1.26 | 5 | 4.0 | | | | | | | | |
| 33a | R1 | 1.23 | 5 | 4.0 | | | | | | | | |

South University Neighborhood -- Single-Family Zoning District Density Analysis

Fall 2008

| Analysis Zone | Zoning District | Net Acres | Dwelling Units | Units/Net Ac. | Block No. | Zoning District | Net Acres | Dwelling Units | Units/Net Ac. | Net Ac. | Total R-1 Units | Units/Net Ac. |
|---------------|-----------------|---------------|----------------|---------------|-----------|-----------------|-----------|----------------|---------------|---------|-----------------|---------------|
| 33b | R1 | 1.23 | 7 | 5.7 | | | | | | | | |
| 34a | R1 | 1.23 | 7 | 5.7 | | | | | | | | |
| 34b | R1 | 1.23 | 9 | 7.3 | | | | | | | | |
| 35a | R1 | 0.73 | 5 | 6.8 | | | | | | | | |
| 35b | R1 | 0.73 | 5 | 6.8 | | | | | | | | |
| 35c | R1 | 0.73 | 8 | 11.0 | | | | | | | | |
| 35d | R1 | 0.73 | 6 | 6.8 | | | | | | | | |
| 36b | R1 | 1.13 | 9 | 8.0 | 36 | R1 | 1.13 | 9 | 8.0 | | | |
| 37a | R1 | 0.93 | 8 | 8.6 | 37 | R1 | 2.87 | 24 | 8.4 | | | |
| 37b* | R1 | 1.03 | 7 | 6.8 | 38 | R1 | 1.50 | 14 | 9.3 | | | |
| 37c | R1 | 0.91 | 9 | 9.9 | | | | | | | | |
| 38a | R1 | 0.75 | 7 | 9.3 | | | | | | | | |
| 38b | R1 | 0.75 | 7 | 9.3 | | | | | | | | |
| 39a | R1 | 1.24 | 9 | 7.3 | 39 | R1 | 2.48 | 17 | 6.9 | | | |
| 39b | R1 | 1.24 | 8 | 6.5 | 40 | R1 | 2.48 | 13 | 5.2 | | | |
| 40a | R1 | 1.24 | 8 | 6.5 | 41 | R1 | 2.48 | 10 | 4.0 | | | |
| 40b | R1 | 1.24 | 5 | 4.0 | 47 | R1 | 2.74 | 17 | 6.2 | | | |
| 41a | R1 | 1.24 | 5 | 4.0 | | | | | | | | |
| 41b | R1 | 1.24 | 5 | 4.0 | | | | | | | | |
| 42a | R1 | 1.24 | 6 | | 42 | R1 | 2.48 | 13 | 5.2 | | | |
| 42b | R1 | 1.24 | 7 | | 43 | PUBLIC | | 0 | | | | |
| 43 | Public | Edison School | | | 44 | R1 | 2.92 | 27 | 9.2 | | | |
| 44a | R1 | 0.73 | 9 | | 50 | R1 | 2.48 | 17 | 6.9 | | | |
| 44b | R1 | 0.73 | 5 | | 51 | R1 | 2.48 | 18 | 7.3 | | | |
| 44c | R1 | 0.73 | 7 | | 52 | R1 | 3.25 | 22 | 6.8 | | | |

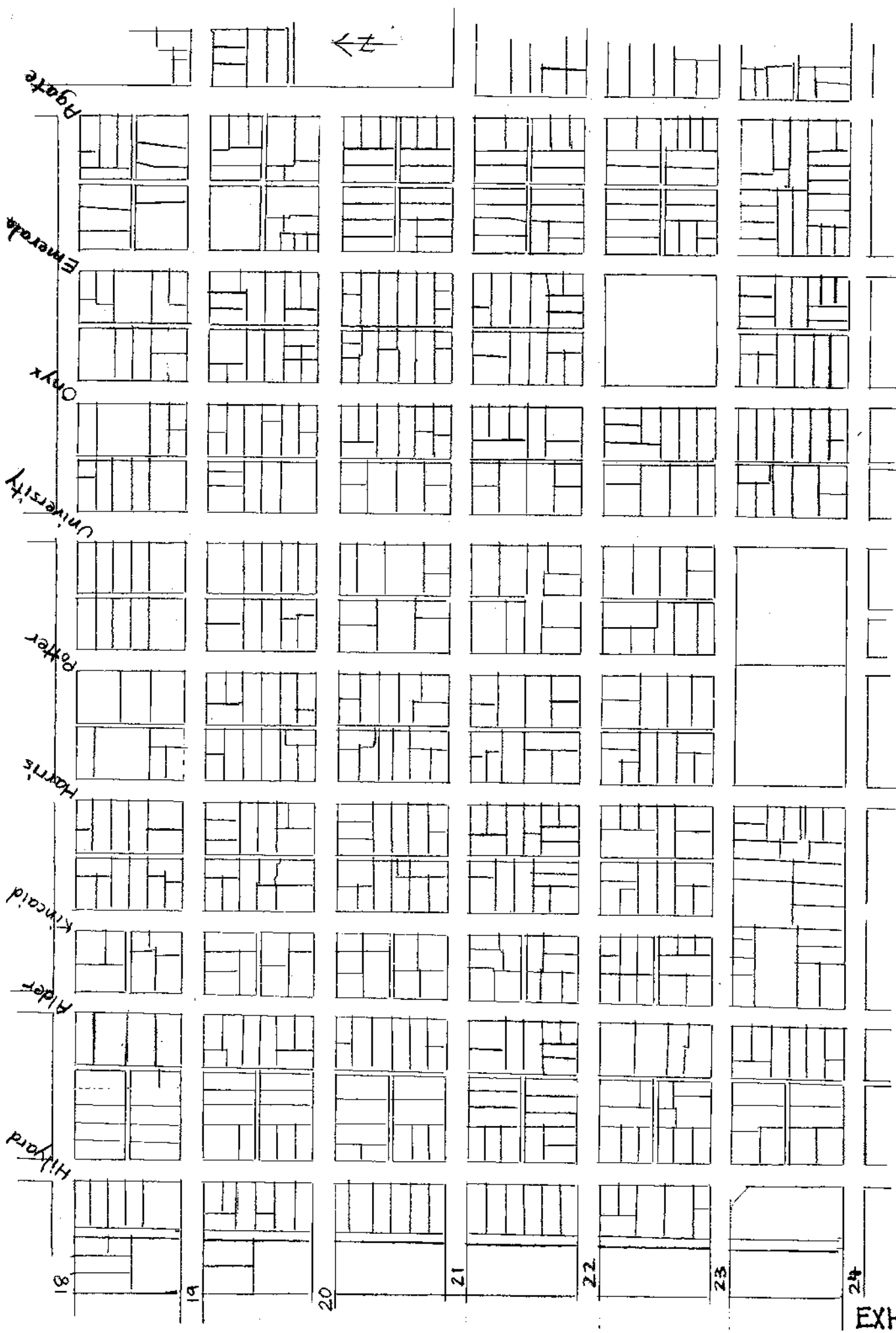
South University Neighborhood -- Single-Family Zoning District Density Analysis

Fall 2008

| Analysis Zone | Zoning District | Net Acres | Dwelling Units | Units/Net Ac. | Block No. | Zoning District | Net Acres | Dwelling Units | Units/Net Ac. | Net Ac. | Total R-1 Units | Units/Net Ac. |
|---------------|-----------------|-----------|----------------|---------------|-----------|-----------------|-----------|----------------|---------------|---------|-----------------|---------------|
| 44d | R-1 | 0.73 | 6 | | | | | | | | | |
| 45a | R-1 | 1.23 | 34 | 27.6 | 45 | R-1 | 1.23 | 34 | 27.6 | | | |
| 45b | R-1 | 1.19 | VLT | -- | 46 | R-1 | 3.02 | 23 | 7.6 | | | |
| 46a | R-1 | 0.90 | 5 | 5.6 | 47 | R-1 | 1.92 | 8 | 4.2 | | | |
| 46b | R-1 | 1.23 | 12 | 9.8 | | | | | | | | |
| 46c | R-1 | 0.89 | 6 | 6.7 | | | | | | | | |
| 47a | R-1 | 1.92 | 8 | 4.2 | | | | | | | | |
| 47b | R-1 | 2.74 | 17 | 6.2 | | | | | | | | |
| 48 | R-1 | CHURCH | | | | | | | | | | |
| 49 | Public | | | | | | | | | | | |
| 50a | R-1 | 1.24 | 10 | | | | | | | | | |
| 50b | R-1 | 1.24 | 7 | | | | | | | | | |
| 51a | R-1 | 1.24 | 8 | | | | | | | | | |
| 51b | R-1 | 1.24 | 10 | | | | | | | | | |
| 52a | R-1 | 3.14 | 22 | | | | | | | | | |
| 52b | C-1 | 0.11 | 0 | | | | | | | | | |
| 1 | R-1 | 2.92 | 23 | 7.9 | | | | | | | | |
| 2 | R-1 | 3.72 | 20 | 7.5 | | | | | | | | |
| 3 | R-1 | 3.7 | 40 | 10.8 | | | | | | | | |
| 4 | R-1 | 10.16 | 78 | 7.7 | | | | | | | | |
| 5 | R-1 | 14.76 | 96 | 6.5 | | | | | | | | |
| 6 | R-1 | 15.64 | 116 | 7.4 | | | | | | | | |
| 7 | R-1 | 11.67 | 112 | 9.6 | | | | | | | | |
| 8 | R-1 | 10.18 | 57 | 5.6 | | | | | | | | |
| 9 | R-1 | 13.5 | 97 | 7.2 | | | | | | | | |
| | | 86.25 | 647 | 7.5 | | | | | | | | |

MAP TOTALS

R-1 TOTALS



LOT & BLOCK PATTERNS IN S. UNIVERSITY